



**Stahl & Associates LLC**

COMMUNITY PLANNING • FISCAL ANALYSIS • LANDSCAPE ARCHITECTURE

**TOWN OF BROOKLYN**  
PLANNED COMMERCIAL (PC) ZONE  
FISCAL ANALYSIS &  
CONCEPTUAL DEVELOPMENT STUDY



PREPARED FOR:

**BROOKLYN PLANNING & ZONING COMMISSION**

PREPARED BY

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STAHL & ASSOCIATES LLC

MARCH 15, 2015

## BACKGROUND

In November 2014, The Town of Brooklyn contracted with Stahl & Associates to:

1. Prepare a broad-stroke fiscal impact analysis based on build-out of the Planned Commercial (PC) Zone using three scenarios:
  - With no change to zoning regulations
  - With revised zoning regulations that limits the square footage per retail use
  - With revised zoning regulations that increase the maximum number of residential units in a mixed-use development

Results to indicate maximum residential units and commercial square footage, estimated fiscal impact analysis based on the GVI Fiscal Analysis Study (conducted by Paula Stahl)

2. Basic conceptual development design of four areas in the PC Zone (Western Gateway, Across from Wal-Mart, South Central, and Eastern Gateway) to include for each area:
  - Graphic conceptual layouts of buildings, parking, roadways and other linkages
  - Estimates of number of residential and commercial units for each along with estimated fiscal impact based on the Give Fiscal Analysis Study
3. Present findings to the Planning and Zoning Commission at a public meeting.

As the study progressed, recommendations for zoning revisions were also developed, and included in both the fiscal analysis and conceptual design.

This analysis used three methods to study the PC Zone:

The **Cost of Community Services Study** is a tool used to demonstrate the cost to provide town services on a land use basis. The American Farm Land Trust developed the model 30 years ago, since then it has been used across the country to evaluate the differences between revenue generated and services required by specific land uses.

A **Build-Out Analysis** estimates the maximum amount of potential future development based on the amount of undeveloped land, site development limitations and zoning regulations.

**Fiscal Impact Analysis** studies how future development might impact additional tax revenue and costs to provide services.

## CURRENT CONDITIONS

Brooklyn’s Planned Commercial (PC) Zone is an area in the eastern portion of town along Route 6 from Brickyard Road to Day Street. It is comprised of 76 parcels totaling 196.6 acres. Of those 76 parcels, 33 are developed with a commercial use, 30 have a residential use, 3 are owned by non-profits and are tax exempt, and 9 are vacant. Table 1 shows the summary of real estate assessment for these parcels.

The developed commercial properties are primarily less than 10,000 square feet in size, Table 2 shows the breakdown by building square footage. The Appendix includes a listing of each of the commercial use parcels, the assessment, lot size, building square footage and other statistics.

**TABLE 1**

	#	Acres	RE Assessment
Commercial Use	33	75.6	\$ 30,245,700
Residential Use	30	51.7	\$ 3,733,600
Tax Exempt Use	3	5.6	
Vacant	9	63.2	\$ 861,380
<b>Total</b>	<b>76</b>	<b>196.6</b>	<b>\$ 34,840,680</b>
		at 23.43 mills	\$ 816,317

**TABLE 2**

	#	Total Sq. Ft.	Acres	RE Assessment
Commercial Use Buildings				
over 100,000 sq ft	2	253,756	36.5	\$15,655,100
50,000 - 100,000 sq ft	-	-	-	-
20,000 - 50,000 sq ft	-	-	-	-
10,000 - 20,000 sq ft	4	62,138	13.2	\$4,376,000
5,000 - 10,000 sq ft	8	57,514	11.3	\$4,118,500
less than 5,000 sq ft	19	47,189	15.2	\$6,096,100
<b>Total</b>	<b>33</b>	<b>420,597</b>	<b>76.2</b>	<b>\$30,245,700</b>

## CURRENT FISCAL OVERVIEW, COCS STUDY AND FUTURE IMPACT

The fiscal analysis of the PC Zone included analysis of real estate taxes generated by properties in the Zone and an estimate of the cost of services to support those properties. Other local taxes (motor vehicle, personal property) were not included in this study.

The Cost of Community Services Study was developed by American Farm Land Trust 30 years ago, since then it has been used across the country to evaluate the differences between revenue generated and services required by specific land uses. The results of a COCS study shows the cost to provide services for every dollar paid in taxes.

In 2002 a COCS Study was conducted for Brooklyn, and later revised in 2010. Table 3 is a summary of the Brooklyn COCS, and other Connecticut communities for comparison.

Assuming a mill rate of 23.43, the PC Zone generates

**TABLE 3**

	Connecticut COCS Studies		
	The dollar cost of services for every dollar paid in local taxes		
	Residential	Commercial Industrial	Open Space Farm/Vacant
Bolton (1)	1.05	.23	.50
<b>Brooklyn (3)</b>	<b>1.09</b>	<b>.17</b>	<b>.30</b>
Colchester (3)	1.14	.18	.18
Coventry (3)	1.06	.25	.25
Durham (2)	1.07	.27	.23
Farmington (2)	1.33	.32	.31
Lebanon (3)	1.12	.16	.17
Litchfield	1.11	.34	.34
Pomfret (2)	1.06	.27	.86
Windham (3)	1.15	.24	.19

(1) Geisler; (2) SNE Forest Consortium; (3)Stahl

\$816,317 in tax revenue on real estate assessments; applying the COCS rates for Brooklyn for the three categories of commercial, residential and vacant, the estimated cost of supplying services to the properties in the Zone is \$229,648. The next fiscal effect to the Town is \$586,670. (Table 4)

**TABLE 4**

<b>COCS - Existing</b>	Total Acres	Total RE Assessment	Mill Rate 23.43	COCS rate	Est Cost for Serv	Net Fiscal Effect
Commercial Built Parcels	75.6	30,245,700	708,657	0.17	120,472	588,185
Vacant Parcels	63.2	861,380	20,182	0.30	6,055	14,127
Residential	51.7	3,733,600	87,478	1.09	95,351	(7,873)
Tax Exempt	5.6	1,950,700	-	0.17	7,770	(7,770)
<b>Total</b>	<b>196.1</b>	<b>36,791,380</b>	<b>816,317</b>		<b>229,648</b>	<b>586,670</b>

**CURRENT ASSESSMENT EXAMPLES**

Part of this analysis involved studying the developed properties and comparing the assessed real estate values for various commercial buildings in the PC Zone. The analysis found that generally the smaller the square footage of the building, the higher the per square foot assessment.

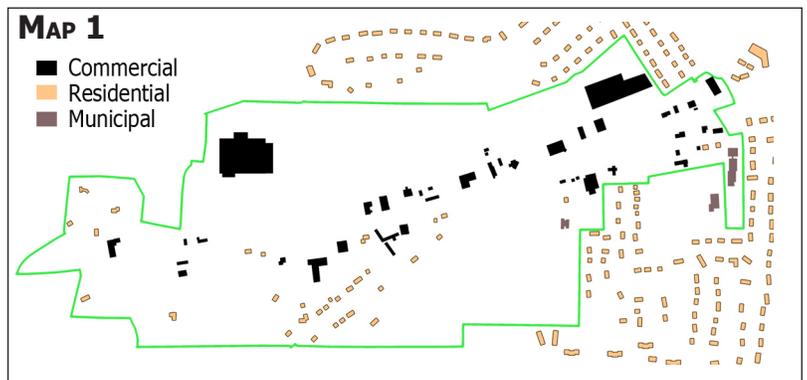
**TABLE 5**

	Acres	Sq. Ft.	RE Ass'mt	Per Acre	Per Sq.Ft.
Wal-Mart	25.5	147,139	11,559,200	\$453,658	\$79
CVS	1.4	13,472	2,097,100	\$1,497,929	\$156
Dunkin' Donuts	1.1	4,825	660,000	\$600,000	\$137
Jewett City Savings	1.6	3,388	609,000	\$390,388	\$180

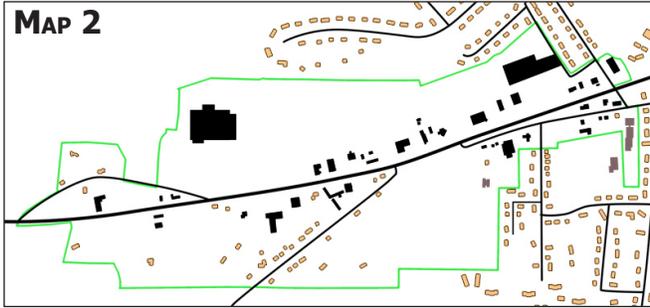
See the Appendix for other PC Zone commercial building assessments and square foot statistics. These assessment statistics were used later to analyze the future fiscal effect of potential development.

**CURRENT DEVELOPMENT PATTERN**

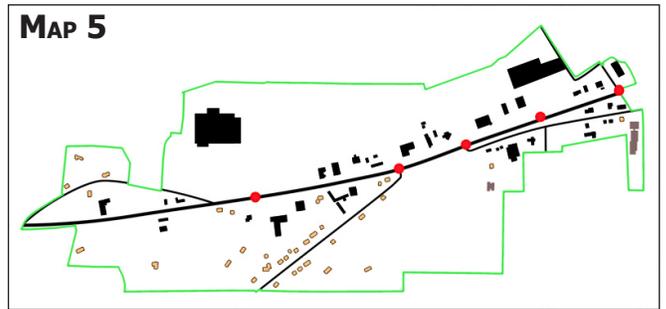
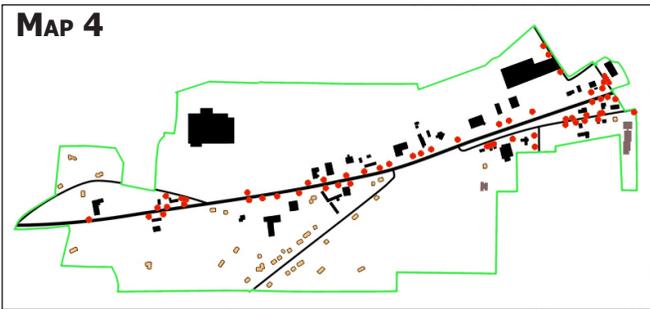
The first step in conceptualizing a future development pattern is to study the existing pattern of development. The sizes of the parcels, the configuration of the buildings and roads and the mix of uses are all key indicators of future development potential. Map 1 is a figure/ground study that shows the buildings in the PC Zone and the surrounding area. By eliminating all other data, the map focuses on the pattern of buildings and the relative size of each.



Map 2 adds the roads into the study, and Map 3 adds the parcel lines.



The next analysis involved access to the sites and traffic patterns. Map 4 highlights the numerous roadway curb cuts along Route 6. The number and close proximity of the business access locations increases the potential for traffic accidents. Map 5 shows the location of the 5 traffic lights in the Zone and will be the key access points used for the conceptual development of the southern side of Route 6.



## CURRENT ZONING REGULATIONS

Another aspect of current conditions are the zoning regulations that are in place.

The dimensional standards for the PC Zone are:

Minimum lot size: 30,000 sq ft

Minimum frontage: 100'

Minimum setbacks:

Front - 30' with no parking between building and street

- 45' with parking between building and street

Side / Rear - 20'

Maximum impervious surfaces: 65%

Maximum footprint: none

Parking requirements for retail: 1 space per 200 sq ft of building

## CURRENT PARKING REGULATIONS & IMPACTS

In 2003 the Northwestern Connecticut Council of Governments and Litchfield Hills Council of Elected Officials contracted with Fitzgerald & Halliday, Inc. for a study of parking needs and to develop model zoning regulations. The Study states “ Providing adequate parking to meet realistic demands and needs is important, but it is equally important to manage parking to reduce its potential adverse water quality impacts within a community and/or a watershed, and ensure that land is not covered excessively with impervious surfaces. Not only do expansive parking areas impact water quality, but they can discourage walking by creating barriers to safe, convenient walking from sidewalks, streets, or adjacent uses to a destination, thus making land use even more auto dependent. Large, poorly designed parking areas also pose safety hazards for pedestrians and bicyclists, and create undesirable and unnecessary separation of land uses and between land uses and the transportation system, undermining local vision for community character.”

From an economic development perspective, requiring more parking than is needed, results in less building square footage town-wide. From a community character perspective, pavement dominates the space as it’s far larger in area than the building. With a better proportion of parking to building, the building dominates the space.



Table 6 illustrates the physical impact of Brooklyn’s current parking regulations. A standard estimate of required pavement per parking spot is 375 square feet for the actual parking space plus the associated pavement for travel lanes needed to access the space. With 1 space required per 200 square feet of building means that a 10,000 square foot building would have 18,750 square feet of pavement, when walks and service area are included the total estimated pavement is 22,750 square feet – more than twice the square feet of the building. No wonder pavement dominates the site. Requiring excessive parking greatly increases the minimum lot size as well, in order for that 10,000 square foot building to also meet the 65% maximum impervious surface, a lot more than 5 times the size of the building is required. The Fitzgerald & Halliday study recommends setting a minimum and maximum amount of parking required instead of a one-size-fits-all requirement.

**TABLE 6**

Bldg SF	Current Parking SF	Walks & Serv Areas	Minimum Perv SF	Imperv %	Min SF Lot	Acres
2,500	4,875	1,000	4,606	65%	12,981	0.30
5,000	9,375	2,000	9,006	65%	25,381	0.58
10,000	18,750	4,000	18,013	65%	50,763	1.17
15,000	28,125	6,000	27,019	65%	76,144	1.75
25,000	46,875	10,000	45,031	65%	126,906	2.91
50,000	93,750	20,000	90,063	65%	253,813	5.83
100,000	187,500	40,000	180,125	65%	507,625	11.65
150,000	281,250	60,000	270,188	65%	761,438	17.48

Table 7 shows the impact of using the Fitzgerald & Halliday study. By reducing the minimum parking requirement to a realistic requirement, that same 10,000 square foot building could be built on a 32,000 square foot lot. With less pavement, the building dominates the site.

Reducing the parking requirements to a standard that still offers ample parking, increases the amount of buildable area, and increases the potential tax revenue to the town.

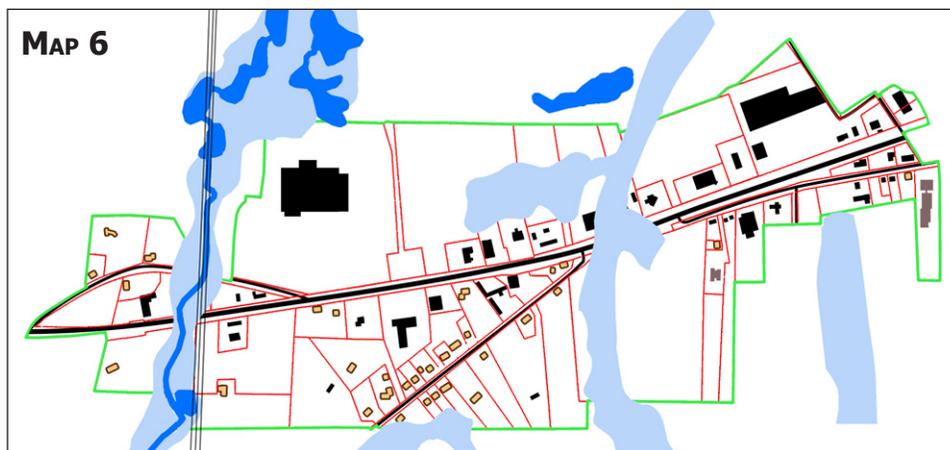
**TABLE 7**

Bldg SF	Parking SF	Walks & Serv Areas	Minimum Perv SF	Imperv %	Min SF Lot	Acres
2,500	1,950	1,000	2,998	65%	8,448	0.19
5,000	3,250	2,000	5,638	65%	15,888	0.36
10,000	6,500	4,000	11,275	65%	31,775	0.73
15,000	9,750	6,000	16,913	65%	47,663	1.09
25,000	12,188	10,000	25,953	65%	73,141	1.68
50,000	24,375	20,000	51,906	65%	146,281	3.36
100,000	48,750	40,000	103,813	65%	292,563	6.72
150,000	73,125	60,000	155,719	65%	438,844	10.07

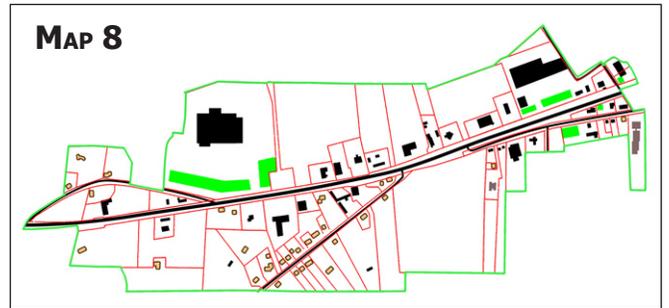
After learning of the Fitzgerald & Halliday study, the Windham Planning and Zoning Commission was skeptical and wanted to test the validity of the assumptions. Between Thanksgiving and Christmas of 2011 members conducted a parking audit of key retail businesses and found that even during the busiest shopping season there was still significant excess parking. Wal-Mart’s parking lot was estimated to be 34% empty, Walgreens was 39% empty, Home Depot was 86% empty and Sears 85% empty. The Commission adopted new regulations based on the Fitzgerald & Halliday study and has seen increased development activity as a result. See the Appendix for Windham’s parking standards table.

## POTENTIAL NEW DEVELOPMENT AREAS

There is very little to impede additional development in the PC Zone. It is served by public water and sewer services so the typical rural site limitations are not a factor. The PC Zone has wetlands running north/south on either side of Route 6 in the western portion of the Zone, and another area, at the intersection of Route 6 and Allen Hill Rd. Map 6 shows the areas that were considered unbuildable because of wetlands(blue) and transmission lines; all other areas were considered buildable.

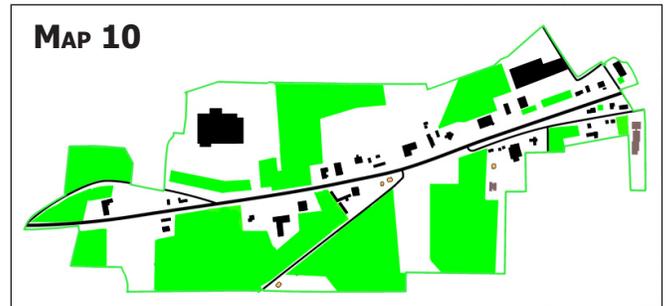
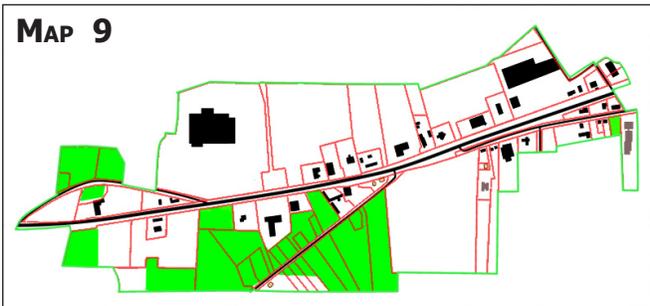


In the following maps, the buildable areas is indicated in green. In determining areas for potential development, the most likely to develop first are the vacant parcels (Map 7), comprising 63.2 acres. Assuming the parking regulation are revised, there is potential for infill development in several locations in the Zone (Map 8). This infill is additional square footage on a built parcel, the development could be a new stand-alone building or an addition to existing buildings.



The rest of the parcels in the PC Zone are all in residential use, primarily single-family homes. There are 3 on Brickyard Road, 17 on Allen Hill Road, 3 on Route 6 and 1 on South Main St. (Map 9)

Map 10 summarizes all the buildable areas within the Zone that could be developed into a commercial use.



There is one parcel, 19-41-47, at 72 South Main Street that is currently vacant land and would be an appropriate addition to the Zone because of its location. Conversely, the three residential properties on the north side of Brickyard Road perhaps would be more appropriately zoned as RA.

## **FISCAL IMPACT OF POTENTIAL BUILT-OUT**

The next task was to analyze the fiscal impact to the Town based on different scenarios for full build-out of the district. For each of these scenarios the assumption was that each parcel would be commercially developed, but the lots would not be 'maxed out'. This is a reasonable assumption as a developer will select a parcel that is available and meets location requirements; meaning that generally a larger parcel is developed than the minimum lot size needed. It would be unrealistic to assume that each parcel would be built with the maximum footprint that it could accommodate.

The fiscal analysis was based on data received from the Town in the form of a spreadsheet listing all the parcels in the PC Zone. This data was verified and updated with current assessment values using the Vision on-line assessor cards.

## SCENARIO 1 – No Change to ZONING REGULATIONS

A reasonable expectation for build-out of the zone under the current zoning regulations would add 417,500 square feet of commercial development. This additional development would have a positive fiscal effect of \$658,635 over the fiscal effect of today development. (Table 8) This scenario added 19 buildings, the square footage breakdown is: 5 between 50,000-100,000, 1 at 20,000, 2 at 10,000, 7 between 5,000-10,000 and 4 less than 5,000.

**TABLE 8**

<b>COCS - Scenario 1</b>	Total Acres	Estimated RE Assessment	Mill Rate 23.43	COCS rate	Est Cost for Serv	Net Fiscal Effect
Commercial Built Parcels	76.2	30,245,700	708,657	0.17	120,472	588,185
Additional Commercial Dev't	114.9	34,190,000	801,072	0.17	136,182	664,890
Estimated 417,500 SqFt						
Residential	-	-				
Tax Exempt	5.1	1,950,700	-	0.17	7,770	(7,770)
	196.2	66,386,400	1,509,729		264,424	1,245,305

Est. additional RE Ass't over existing 29,595,020

Est. additional fiscal benefit over existing 658,635

## SCENARIO 2 – ZONING REGULATIONS REVISED

If the parking regulations were revised to the levels recommended by the Fitzgerald & Halliday study, significantly more land would be available for building footprint. Also, this Scenario assumed the regulations would be revised to limit the maximum footprint per retail business to 50,000.

A reasonable expectation for full built-out of the Zone under this Scenario would add 57,000 square feet of infill buildings, and 535,000 square feet of commercial development. Compared to today, this would provide an estimated additional positive fiscal effect of \$1,096,676. This scenario added 40 buildings, summary of the square footage is: 5 between 30,000-45,000, 6 between 20,000-40,000, 9 between 10,000-20,000, 12 between 5,000-10,000 and 8 less than 5,000

**TABLE 9**

<b>COCS - Scenario 2</b>	Total Acres	Estimated RE Assessment	Mill Rate 23.43	COCS rate	Ext Cost for Serv	Net Fiscal Effect
Commercial Built Parcels	76.2	30,245,700	708,657	0.17	120,472	588,185
Estimated 57,000 SqFt infill		6,120,000	143,392	0.17	24,377	119,015
Additional Commercial Dev't	114.9	50,595,000	1,185,441	0.17	201,525	983,916
Estimated 535,000 SqFt						
Residential	-	-				
Tax Exempt	5.1	1,950,700	-	0.17	7,770	(7,770)
	196.2	88,911,400	2,037,490		354,144	1,683,346

Est. additional RE Ass't over existing 52,120,020

Est. additional fiscal effect over existing 1,096,676

**SCENARIO 3 – REVISE ZONING TO INCREASE THE AMOUNT OF RESIDENTIAL USE PERMITTED ON UPPER LEVELS OF COMMERCIAL**

Having a residential component in a commercial area has both positive and negative impacts. Providing town residents with an additional housing option is good, especially when in a village type setting with convenient walking destinations for dining and shopping are available. Mixed-use also can facilitate transit-oriented-development. And, because the parking needs of residents and shoppers fall on different times of the day, parking lots can be shared reducing the need for additional parking. The PC Zone has public water and sewer availability makes dense development possible.

A new-build mixed-use developer may find it difficult to obtain financing. For example, the developers of Evergreen Walk in South Windsor had initially proposed residential units on upper levels of the commercial buildings but were unable to obtain financing. Separate condo buildings are being considered instead of mix-use buildings.

Because residential use has a greater demand for town services, the fiscal effect is negative.

Mix-use residential would only be permitted on the upper levels of commercial buildings, so the addition of residential units could be applied to any Scenario. Based on assessments of other apartment units in Brooklyn, a \$75,000 assessment per unit was assumed. If 100 units were added to the Zone, \$175,725 of additional real estate taxes would be generated with a cost of services rate that’s 1.09 greater than paid. The negative fiscal effect would only be \$15,815 per year.

**TABLE 10**  
**COCS - Scenario 3**

	Total Acres	Estimated RE Assessment	Mill Rate 23.43	COCS rate	Ext Cost for Serv	Net Fiscal Effect
Commercial Built Parcels	76.2	30,245,700	708,657	0.17	120,472	588,185
Estimated 57,000 sq. ft. infill		6,120,000	143,392	0.17	24,377	119,015
Additional Commercial Dev't	114.9	50,595,000	1,185,441	0.17	201,525	983,916
Estimated 538,000 SqFt						
Residential - 100 units		7,500,000	175,725	1.09	191,540	(15,815)
Tax Exempt	5.1	1,950,700		0.17	7,770	(7,770)
<b>Total</b>	<b>196.2</b>	<b>96,411,400</b>	<b>2,213,215</b>		<b>545,684</b>	<b>1,667,531</b>

Est. additional fiscal effect over existing 1,080,861

## WHAT'S BEST FOR BROOKLYN?

This study explores development alternatives so Brooklyn can determine how to achieve the maximum fiscal benefit from the PC Zone. The Cost of Community Services Study methodology only looks at the fiscal effect of the revenue generated by a parcel, or a group of uses, offset by the cost for the town to provide the services required.

Another valuable component of economic development is the multiplier effect – or the impact \$1 of spending at a business will have on the community. Studies have shown that local businesses spend locally, contribute to their community more, and hire more local workers. While national or regional chains also hire locally it is generally only for low-wage jobs, and very little of the corporate expenditures are local. Studies agree that for every \$100 dollars spent at a national chain store only \$15 stays in the local community, while for every \$100 dollars spent at a local business \$45 stays in the local community and strengthens the local economy.

Encouraging local businesses with a high local multiplier is sound economic development. Business sectors that traditionally have a high local multiplier are high-tech industries, manufacturers, medical, service providers, tourism and firms employing skilled workers. Business sectors that traditionally have a low local multiplier are big box retailers, chain retailers, chain restaurants and chain pharmacies.

In 2003 the Town of Barnstable, Massachusetts contracted with Tischler & Associates for a fiscal study of various business types in town to understand the fiscal benefit of each. The study found that only business parks, offices, hotels and small local speciality retailers had a positive fiscal benefit to Barnstable. Fast food restaurants had the most negative fiscal effect, while shopping centers and big box stores were also negative.

The town of Pineville, NC for decades openly embraced chain superstores. After conducting fiscal analysis on some of their recent development, they realized that the cost to add the needed public infrastructure and added services exceeded the tax revenue. They revised their regulations to require a positive fiscal effect for commercial development, they denied a proposed Wal-Mart Supercenter because it projected a \$120,000 negative annual fiscal effect

## POTENTIAL NEW DEVELOPMENT

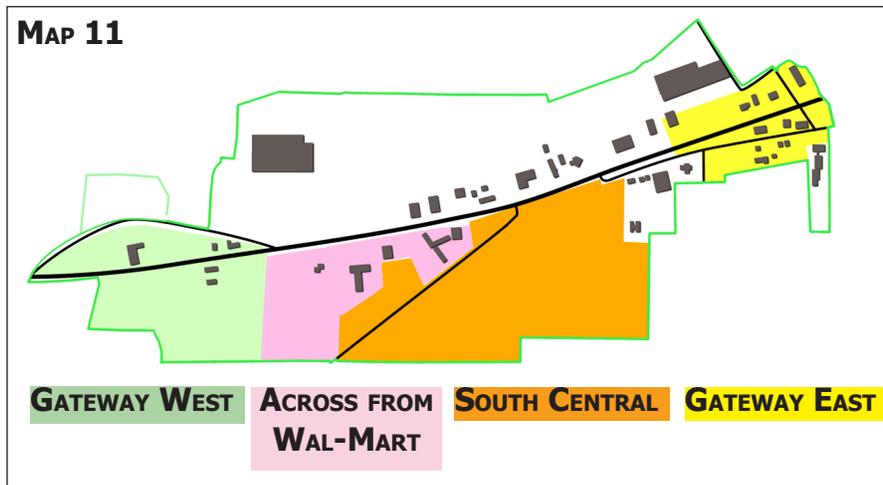
In preparing the graphic conceptual development for the PC Zone, a few assumptions were made:

- Parking regulations were revised based on recommendations from Fitzgerald & Halliday.
- Maximum square foot per retail business was capped at 50,000
- The 3 parcels on the north side of Brickyard Road were rezoned to RA
- The parcel at 72 South Main was rezoned to PC
- The setbacks for the Gateways were revised to bring buildings closer to Rte 6
- New roads were developed

These drawings are conceptual in nature, created by studying maps, and are not a prophesy of what will happen, but a broad-stroke visual image to show what could happen. Sites were 'developed' to approximately 60% of maximum building footprint per site, those footprints could be as depicted or in different configurations or groups of buildings.

Most developable areas of large parcels on the north side of Route 6 have already been developed, or received approval for development, with the exception of parcel 19-41-10A. The south side of Route 6 has significant areas of potential commercial development. Future roads should be planned to have the least impact on Route 6 by using existing intersections.

The Town requested four specific areas for development be analyzed, these are depicted on Map 11.



## CONCEPTUAL DESIGN AND FISCAL IMPACT: GATEWAY EAST

Gateway East follows Rte 6 from just east of Day Street to just west of the shopping center and includes a portion of South Main Street. The conceptual drawing assumes parking requirements were reduced; this change would enable infill buildings along the north side of Route 6. Currently the broad expanse of pavement at the Gateway doesn't project a welcoming and pedestrian-friendly area. However if a sub-zone were created and the setbacks included a maximum of 30', the pavement would no longer dominate the space. Another recommended zoning revision is to prohibit curb cuts onto Route 6 in Gateway East, and work with the current businesses to relocate their access drives to Day Street. To encourage development on South Main Street, increase access by extending Proulx Road to Rte 6 opposite the entrance/traffic light for the shopping center.



This conceptual development includes 33,000 additional square feet in seven new buildings and one addition and at 23.43 mills it's estimated that an additional \$84,348 would be generated in annual real estate tax revenue.

## CONCEPTUAL DESIGN AND FISCAL IMPACT: GATEWAY WEST

Gateway West begins at the western end of Brickyard Road and follows Route 6 to the east of Hanks Restaurant. To create a welcoming entry into the zone, the setbacks should stipulate the maximum setback so buildings are sited closer to Route 6.

The eastern intersection of Brickyard Road with Route 6 has never been ideal as it doesn't meet the busy Route 6 at a 90° angle, the added traffic from Wal-Mart compounds the concern. The concept includes relocating the eastern portion of Brickyard Rd, providing safer access to parking for Hanks Restaurant.



This conceptual development includes 79,000 square feet of new development in 6 buildings and at 23.43 mills it's estimated an additional \$222,116 would be generated in real estate tax revenue.

## CONCEPTUAL DESIGN AND FISCAL IMPACT: ACROSS FROM WAL-MART

Adding a road opposite the entrance to Wal-Mart would encourage development south of Route 6.



This conceptual development includes 87,900 square feet of new development in 6 buildings and one addition. At a 23.43 mill rate it's estimated to generate \$233,081 in annual real estate tax revenue.

## CONCEPTUAL DESIGN AND FISCAL IMPACT: SOUTH CENTRAL

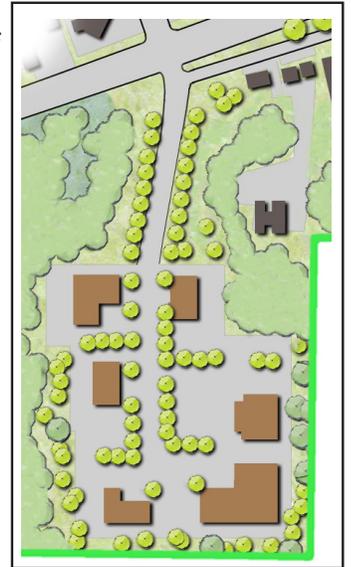
The area south of Route 6, between Wal-Mart and CVS is a large area, and is divided almost in half by wetlands. If there were no wetlands, it would be ideal to create a road from the intersection at CVS that would parallel Route 6 and connect to the 'new' Allen Hill Road to Wal-Mart. The expense of building the road and crossing wetlands would make this road unlikely.

Because of this constraint, it was assumed that the east side and west side of the wetlands would be developed independently of each other.

### SOUTH CENTRAL: EAST

This concept shows the access road connecting this area to Route 6 is opposite the entry to CVS and the Savings Institute; this would also provide an opportunity to formalize the connection to South Main Street.

Conceptually 125,000 square feet could be developed in 6 buildings and at 23.43 mills would generate \$289,360 in annual real estate taxes.



### SOUTH CENTRAL: WEST

Retail commerce is changing dramatically as consumers purchase more and more products from on-line sources. Expecting the 14 residential parcels on the northern portion of Allen Hill Road to be developed as retail and office uses may not be feasible. Several large parcels were amassed for Wal-Mart, these 14 parcels are small and consolidating them isn't likely. However, this area offers an excellent opportunity to become a business park. This concept would provide for gradual development over time, parcel by parcel. South Windsor's Commerce Way is a side street that is developed primarily with light manufacturing companies and would be a good development example to replicate here.

Buildings built for manufacturing use have lower real estate assessments, but usually have higher personal property assessments, are locally owned, and have a high local multiplier effect. Encouraging light manufacturing is a good economic development strategy, and with the proximity to I-395 should succeed here.

The current angled intersection of Allen Hill and Route 6 is problematic, relocating the northern end of Allen Hill to cross from the entry to Wal-Mart and making the business park road a cul-de-sac would increase the safety along Route 6. Eliminating the intersection would provide for 1 more developable parcel on Route 6.



Conceptually, 15 light manufacturing businesses could be built along the cul-de-sac road, and one commercial building added to Route 6. These buildings would add 129,000 square feet and at 23.43 mills, generate \$135,894 in real estate taxes plus a significant amount in personal property taxes.

To accommodate a business park in the zoning regulations, this area of the PC Zone could be rezoned to Industrial Zone.

### SUMMARY OF FISCAL EFFECT OF DEVELOPMENT IN THE PC ZONE

Table 11 below is based on the conceptual development drawings for each of the 4 focus areas and other development north of Route 6. The concept indicates an additional 51 buildings could be added to the PC Zone, totaling 627,100 in total square feet. It is estimated that the additional real estate assessment would generate \$1,116,393 in annual tax revenue at the current mill rate of 23.43.

**TABLE 11**

Area	#	Sq. Ft.	Est. RE Assessment	Tax Revenue at Mill Rate of 23.43
Gateway West	6	79,000	9,480,000	222,116
Across from Wal-Mart	7	87,900	9,948,000	233,081
South Central - West	16	129,000	5,800,000	135,895
South Central - East	6	125,000	12,350,000	289,360
Gateway East	7	33,000	3,600,000	84,348
Northside	9	141,200	13,644,000	319,678
<b>Total Additional Dev'ment</b>	<b>51</b>	<b>595,100</b>	<b>54,822,000</b>	<b>1,284,479</b>
<b>Existing Comm. Dev'ment</b>	<b>36</b>	<b>420,597</b>	<b>30,245,700</b>	<b>708,657</b>

## CONCEPTUAL DESIGN OF PC ZONE



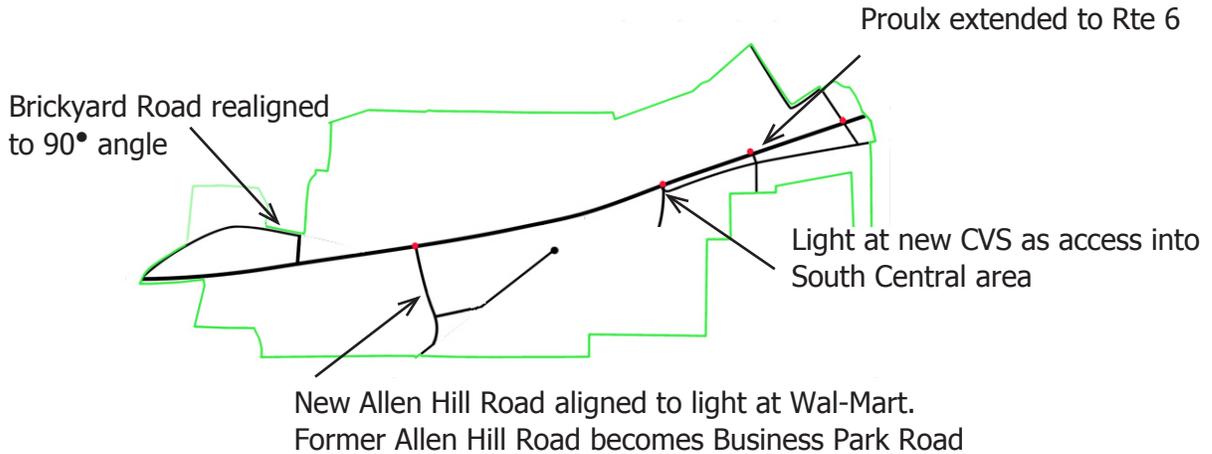
## CONCEPTUAL DEVELOPMENT PATTERN

The first step in conceptualizing a future development pattern is to study the existing pattern of development. Map 1 was a figure/ground study that showed the buildings in the PC Zone and the surrounding area. By eliminating all other data, the map focused on the pattern of buildings and the relative size of each. Below is a figure/ground study showing the conceptual pattern of development, both existing and conceptual buildings are depicted the same color. This conceptual development pattern seems appropriate for the Brooklyn PC Zone.



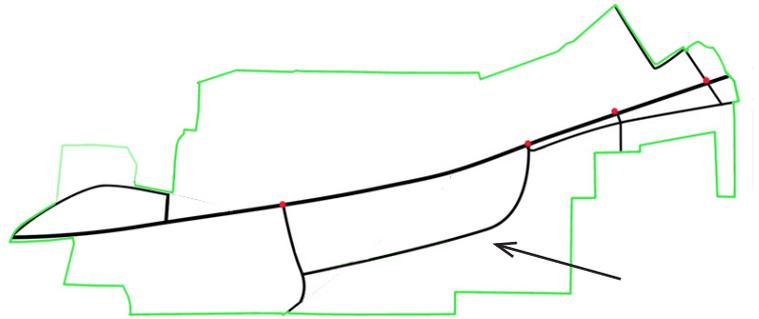
## CONCEPTUAL ROADWAYS

While development is still conceptual, it's time to plan the future roads enabling the maximum development. Once development is begun these connections could be lost forever. The configuration below was incorporated into the Conceptual drawings.



An alternate road consideration:

If the goal is for more retail uses and the wetlands of the South Central area could be crossed, a road could extend south from the CVS intersection then west to Allen Hill Road.



## RECOMMENDATIONS

The following recommendations are based on the analysis of the PC Zone and an understanding of the goals of the Town of Brooklyn.

### A. Consider revising the boundary of the PC district

1. The 3 residential properties on the northwest side of Brickyard Road are disconnected from the commercial area. Consider rezoning those 3 parcels to Residential
2. The vacant parcel at 72 South Main Street, opposite the municipal building, would be an appropriate location for a commercial building, consider rezoning that parcel to PC
3. The northern portion of Allen Hill Road, currently zoned PC, might not be an appropriate location for retail/commercial because of the number of small individual parcels that would need to be consolidated for a large project. A business park might be a more appropriate use. If so, the regulations for the Industrial Zone could be revised with a subzone permitting the appropriate light manufacturing businesses with a maximum footprint of 20,000, and these parcels rezoned to IZ-BP.

4. To enhance the gateways into the commercial core, the gateways should have unique dimensional regulations including a maximum setback for infill buildings. Creating a subzone for Gateways would allow for different standards, perhaps requiring 2-story mixed-use buildings.

## **B. Consider changes to town roads in the PC district.**

1. There are three clearly defined points of access into the northern half of the Zone, use those nodes to plan for future connections into the southern half of the zone.
  - a. At the access point for Wal-Mart, a new road could extend southerly to Allen Hill Road to facilitate commercial development.
  - b. At the access for the Savings Institute and CVS, a new road could serve a large development on the south side. If feasible to cross the wetlands, it could connect to Allan Hill Road. If not feasible, it could just serve the development to the east of the wetland, and 'a' above become a rerouting of Allen Hill Road with the Business Park Road a cul-de-sac off the new Allen Hill Road.
  - c. At the access point for the shopping center, Proulx Road should extend to Route 6. This will enhance traffic flow and formalize South Main Street as a commercial street.
2. The eastern intersection of Brickyard Road with Route 6 has never been ideal, and the added traffic from Wal-Mart compounds the concern. Consider eliminating the eastern portion of Brickyard Rd. The western access of Brickyard Road could be used for access for the residential properties, or a new road added that would be perpendicular to Rte 6 to the east of the wetlands.

## **C. Consider revising the Zoning Regulations to accomplish fiscal goals and enhancement of the area**

1. Revise parking regulations based on recommendations in Fitzgerald & Halliday Study.
2. Create subzones in the Gateways that parallel Route 6 to a depth of 100'. Within that subzone, require buildings be set back a maximum of 20' or 30' to force new buildings to relate to the sidewalk and street. This will also improve the reduce the broad expanse of pavement . .
3. To facilitate business park development, rezone the area of South Central West to the Industrial Zone and modify the zoning regulations for uses and maximum square footage.
4. To limit the number of big-box national chains, regulate the maximum footprint per retail business (versus per building) to 30-65K square feet.
5. To bring more landscaped areas into the developed portion of the lot, require that 1/2 of required non-impervious surface be used as landscaped areas between the building and the street, within the parking areas and at the building's foundation.
6. To increase housing options, add residential use to upper floors of all commercial buildings with no restriction of units until a comfortable level of residential units is achieved. Regulations should limit the size to between 600 and 1500 sq ft per unit, and no more than 2 bedrooms.

Alternatively, residential could be limited to the gateways with the same size restrictions.

## **APPENDIX**

Real Estate Assessments of Commercial Parcels in the  
PC Zone, sorted by Assessment

Real Estate Assessments of Commercial Parcels in the  
PC Zone, sorted by Assessment per Square Foot

Windham Zoning Regulations 71.3 Table of parking  
requirements

**RE Assessment of Commercial Parcels in PC Zone  
Sorted by Assessment**

Parcel Number	Street Address	Acres	Bldg SF	Sorted by RE Assess't	per acre	per SF
CT-019-41-10	450 PROVIDENCE RD	25.480	147,139	11,559,200	453,658	79
CT-019-41-17	564 PROVIDENCE RD	9.770	106,617	3,959,000	405,220	37
CT-019-41-16-2	542 PROVIDENCE RD	1.400	13,472	2,097,100	1,497,929	156
CT-019-41-114	455 PROVIDENCE RD	3.490	19,970	962,900	275,903	48
CT-019-41-14	512 PROVIDENCE RD	5.870	12,800	883,800	150,562	69
CT-019-41-15	520 PROVIDENCE RD	1.240	7,358	733,800	591,779	100
CT-019-41-120	483 PROVIDENCE RD	1.100	4,825	660,000	600,000	137
CT-019-41-16-1	536 PROVIDENCE RD	0.920	3,430	635,500	690,764	185
CT-019-41-16A	554 PROVIDENCE RD	1.400	4,056	616,400	440,286	152
CT-019-41-12	490 PROVIDENCE RD	1.560	3,388	609,000	390,388	180
CT-019-41-112	465 PROVIDENCE RD	0.950	6,791	550,500	579,474	81
CT-019-41-46	8 DAY ST	0.580	6,000	550,400	948,958	92
CT-019-41-110	479 PROVIDENCE RD	1.170	9,775	544,700	465,557	56
CT-019-41-12-1	488 PROVIDENCE RD	1.290	6,720	537,400	416,592	80
CT-019-41-8	416 PROVIDENCE RD	1.200	6,060	627,800	523,167	104
CT-019-41-56	49 SO MAIN ST	1.790	7,034	475,400	265,588	68
CT-019-41-4	392 PROVIDENCE RD	3.200	8,820	447,900	139,969	51
CT-019-41-13	500 PROVIDENCE RD	1.080	2,656	447,000	413,887	168
CT-019-41-117	409 PROVIDENCE RD	1.000	2,480	436,800	436,800	176
CT-019-41-103	19 SO MAIN ST	2.400	15,896	432,200	180,083	27
CT-019-41-102	9 PROULX ST	0.880	2,140	296,400	336,816	139
CT-019-41-18	592 PROVIDENCE RD	0.720	2,583	279,800	388,614	108
CT-019-41-11	476 PROVIDENCE RD	1.070	5,016	278,400	260,188	56
CT-019-41-48	597 PROVIDENCE RD	0.190	2,584	250,900	1,320,590	97
CT-019-41-47	4 DAY ST	0.490	3,180	245,200	500,418	77
CT-019-41-50	50 SO MAIN ST	0.460	4,048	245,000	532,598	61
CT-019-41-49	593 PROVIDENCE RD	0.510	2,639	212,000	415,679	80
CT-019-41-107	9 SO MAIN ST	0.380	2,156	165,800	436,311	77
CT-019-41-104	17 SO MAIN ST	2.400	2,085	157,600	65,667	76
CT-019-41-54	59 SO MAIN ST	0.350	1,154	91,300	260,857	79
CT-019-41-55A	57 SO MAIN ST	0.190	725	75,100	395,282	104

**RE Assessment of Commercial Parcels in PC Zone  
Sorted by Assessment per Building Square Foot**

Parcel Number	Street Address	Acres	Bldg SF	RE Assess't	per acre	Sorted by per SF
CT-019-41-16-1	536 PROVIDENCE RD	0.920	3,430	635,500	690,764	185
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CT-019-41-18	592 PROVIDENCE RD	0.720	2,583	279,800	388,614	108
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CT-019-41-56	49 SO MAIN ST	1.790	7,034	475,400	265,588	68
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CT-019-41-110	479 PROVIDENCE RD	1.170	9,775	544,700	465,557	56
CT-019-41-11	476 PROVIDENCE RD	1.070	5,016	278,400	260,188	56
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CT-019-41-17	564 PROVIDENCE RD	9.770	106,617	3,959,000	405,220	37
CT-019-41-103	19 SO MAIN ST	2.400	15,896	432,200	180,083	27

### 71.3. REQUIRED NUMBER OF PARKING SPACES

Off-street parking shall be provided and maintained in connection with the use, substantial change in use, construction, conversion, or increase in intensity of use of buildings or structures, such spaces to be provided in the following amounts per 1000 square foot (sq. ft) of Gross Floor Area (GFA):

<b>Land Use</b>	<b>Maximum</b>	<b>Minimum</b>
Assembly Halls	1 space per 3 seats	1 space per 5 seats
Day Care Centers	1 space per 4 children at max. capacity	1 space per 8 children at max. capacity
Hotels, Motels & B&Bs	1.2 space per guest room or suite	1 spaces per guest room or suite
Industrial /Manufacturing/ Warehouse -single shift	1.2 spaces per employee	.75 space per employee
Museums and Libraries	2	1
Nursing Home	3	2
Office Building, General	5	2
Office Building, Medical	9	2
Personal Services	3	2
Recreation Facilities, Indoor	5	5
Recreation Facilities, Outdoor	As determined by the Commission	As determined by the Commission
Residence, Single Family	none	2 exclusive to any garage space
Residence, Multi-Family	2.5 per dwelling unit	1 per dwelling unit
Residence with Home Occupation	4 per dwelling unit plus 1.5 per non-resident employee	2 per dwelling unit plus 1 per non-resident employee
Retail, Free Standing >20,000 sq. ft. for general merchandise	4	2
Retail, Free Standing >20,000 sq. ft. for specialty merchandise	3	1
Retail, Free Standing<20,000 sq. ft.	5	1
Retail, Shopping Center	6	3
Restaurant, Drive-Thru and/or with seating and take-out	10	2
Restaurant, Sit-Down	19	6
School: Elem, Middle and High	1 space per 3 seats in the auditorium	1 space per 5 seats in the auditorium
Social Clubs and Organizations	4	3
Gymnasiums, Physical Fitness Centers, Health Spas, Martial Arts Centers and Dance Studios	4	2